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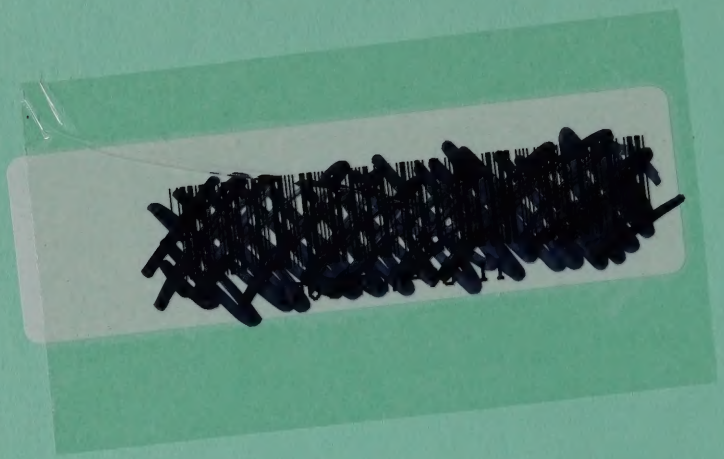

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BACKGROUND

BLM employees at all levels care deeply about the lands and resources they manage and the people they serve. Over time, their jobs have grown more difficult, their concerns greater and the issues more numerous. Today, notwithstanding the benefits of programs and initiatives underway, employees recognize the need for change - in BLM and the way it does business. There is a positive view of the Administrations's goals for change as we all look to the year 2000.

Congress did not intend BLM to be a single-resource agency. This can be seen as a problem when dealing with single-purpose interest groups, or an opportunity when dealing with the overall needs of the public at the local, regional and national levels. BLM can address the goals of many interest groups and, looking at the public lands as a whole, the American public can ''have it all.'' Perhaps the biggest challenge for BLM and the Administration is to make ''having it all'' a greater reality.

PURPOSE

This document represents a grass roots effort within BLM to surface and describe issues and opportunities which career employees believe are critical to the future of resource management and improved service to BLM customers. It lays out issues and opportunities for new leaders to review and consider as they begin to develop a BLM agenda. In its present form, this document omits detail which can be supplied later in briefings and/or papers depending on interest and need. Issues, goals and actions can be added and deleted as appropriate.

The format for this paper is not in traditional programmatic terms, rather, the sections relate to major objectives identified by the Administration. Within each section there are a series of goals to meet the objective and a list of specific actions to meet each goal and some issues appear more than once because they are significant to the objectives and goals of more than one section.

This document can be used in several constructive ways. It can be seen as a compendium of potential strategies for the Administration to begin revising, clarifying, prioritizing and implementing in support of its goals. The document can then be used by the Director and the Bureau Management Team to develop a management tracking system including assignments, target dates, and progress reported. In that sense the document can be a useful management tool as a continuous working draft.

EXECUTIVE SUMMARY

As managers of 270 million acres of surface estate and 300 million acres of additional subsurface mineral estate, BLM can play a major role in the Administration's natural resource agenda, looking toward the year 2000 and beyond. In order to play that role effectively, significant changes are needed. This document discusses the following changes:

* **A change is needed which gives BLM lands a distinct identity and allows its importance to be fully acknowledged.**

* **A change is needed to focus on management of natural systems rather than individual resource entities and programs.**

* **There must be a change that places emphasis on putting people to work on a sustained, permanent basis.**

* **Changes are required which permit investing, and reinvesting in rural and urban communities.**

* **Changes should be made which permit BLM to make a greater contribution to economic benefits and revenues at the local, regional, and national levels.**

* **Changes are needed which permit BLM to be more responsive to its customers, more cost effective in its organization, and more efficient in the way it does business.**

* **Change is required to enhance the values of human resources and diversity in society.**

* **Change is needed in the way BLM looks at education and lifetime learning, to instill understanding an appreciation of the natural world.**

A brief summary of the recommended goals and actions to make these changes follows.

A NEW IDENTITY FOR THE PUBLIC LANDS

The services provided by BLM, and the environmental and economic value of BLM lands are of immeasurable importance locally, regionally and nationally. Typically, the vast majority of issues being considered at any one time by the Department of the Interior are BLM issues. Yet it is very difficult for BLM to conduct business effectively when most of the public doesn't know about "BLM lands," where they are, or how they are managed. Many, who know something of BLM, still view it as a holding agency whose lands can be used at will for trading stock, or as additions to existing public land systems. With a new Administration, there is an opportunity to change this: to provide an appropriate name and image for BLM lands, and to reinforce its broad mission as a major land and resource management system that works in harmony with other Federal and state systems, and private land owners.

ENVIRONMENTAL QUALITY - ECOSYSTEM MANAGEMENT

BLM is evolving change in its management philosophy. It is adopting a policy that is more firmly grounded in scientific, biological principles and that emphasizes the understanding and caring for ecosystem components: soil, water, air, and biota, and the natural processes which interact among them. The result will be management of ecosystems in a way that maintains their health and sustainability to produce goods, services, and other amenities of life for people that depend on them. This requires a change from focusing on individual programs which are typically implemented at different times, at different places, and in different amounts; towards a multi-program, interdisciplinary approach which does not carve up the landscape by program, but which permits the best combination of actions to be taken at the proper time, in the proper amount and within the proper geographic area (ecosystem). The Administration can take action to implement these changes. It will require effective communication internally and with BLM customers who are accustomed to operating on a favorite program or favorite agency basis. The ecosystem approach can be implemented by integrating its concepts into policies, and procedures; by adjusting roles and organizational structures as necessary; and by selecting prototype areas in forest and rangeland ecosystems to showcase the methods and results.

To this end, BLM needs to increase protection of special areas and resources by: accelerating the war on noxious weeds, reducing the threat of desertification, expanding the Riparian/Wetlands program, resolving prescribed fire and air quality issues, implementing its strategic plan for wild horses and burros, and finalizing BLM wilderness designations.

To be effective in the future, BLM must improve its scientific and technical capability by: establishing a Natural Resources Research Center; undertaking special studies, such as on biodiversity; and increasing its understanding of the effects of global climate change. It must also develop new strategies to improve understanding and participation through environmental education and collaborative decision making initiatives.

PUTTING AMERICA TO WORK AND INVESTING IN COMMUNITIES

One of the Administration's goals is to create and maintain high levels of employment. BLM, because of its authorities, the diversity of its programs, and the

scope of its geographic area, can contribute significantly to this goal. Every BLM field office can create new jobs related to improving the sustainability and productivity of ecosystems; and rebuilding and maintaining roads, bridges, trails and recreation facilities. Many jobs can be created through effective development and use of automated systems and application of environmental technology to natural resource issues. Jobs can also be enhanced through stimulation of travel and tourism on public lands, through an initiative to develop cleaner energy fuels, and by stabilizing the production of timber, forage and other vegetative products.

BLM manages land vital to rural communities but also acreage in close proximity to many major population centers. Changes are occurring in many traditional land uses. BLM has trained professionals and the infrastructure to help shape and manage this change in community involvement. BLM can help communities by increasing travel and tourism, such as through the "Back Country Byways" program; by directing more BLM business toward targeted communities; by investing in improvements to the local infrastructure; and by maintaining or even increasing productivity on BLM lands through healthier ecosystems.

ECONOMICS AND REVENUE

Several of BLM's programs can have a significant impact on economic goals both at the local and national level. The public lands supply the raw materials and much of the energy that fuels our industries; industries that borrow money, provide employment, create wealth, and pay taxes at the local, regional, and national levels. BLM can enhance economic benefits and revenues by: increasing the availability of land for mineral exploration and development; increasing domestic oil and gas production (oil imports account for about half of the trade deficit); increasing revenues from mineral materials; and stabilizing the supply of vegetative resources. This is in addition to many of its other functions that also generate economic activity and substantial revenues.

REINVENTING GOVERNMENT

BLM must perform its mission effectively, within available resources. One of the Administration's goals is to "Reinvent Government" - to make it more responsive and more efficient. There are opportunities for BLM to meet this goal by increasing productivity, quality, and improving public service at a fair, reasonable cost. BLM can be more responsive to its customers by empowering its people to reward improved service and support, and it can develop and implement a fair fee schedule to ensure goods and services are provided at fair return.

Through initiatives, such as its so called "2015" studies, begun in 1992, BLM can revise its business processes to make them more effective by focusing on quality management and a value-added approach. Opportunities to reorganize should be tied in to the analysis of business processes. BLM can also be more cost effective by increasing the public's role through new partnerships, and increasing volunteers, and cooperative agreements. Efficiency and effectiveness can both be increased by focusing automation to operational work, integrating data bases and fully utilizing networks within BLM and with external customers.

HUMAN RESOURCES MANAGEMENT AND DIVERSITY

Human resources management, which includes maintaining a diverse work force, is critical to BLM's future success. BLM has about 9,800 permanent employees; many are

in small towns in the West and predominantly male and white. The average age portends many retirements within the next few years. BLM has made major strides in furthering Human Resources Management over the past years, including consolidation of functions, developing a strategic plan, and initiating a review of personnel processes. An approved recruitment plan means a more aggressive initiative to improve representation of women and minorities. BLM's customers have also grown more diverse. For example, 17 million people live within California Desert District boundaries, where scores of languages are spoken. Native American issues remain high priority. Opportunities exist to promote social and cultural diversity in local communities, form partnerships with diverse groups, assist severely disadvantaged people, and continue to develop a more socially and culturally diverse workforce.

EDUCATION AND LIFETIME LEARNING

Public awareness and understanding are critical to successful land management. What children learn about the environment - their place in it and their effect on it - will have a significant impact on future behavior and attitudes. BLM has an important role to play in strengthening learning opportunities, exposing youth to natural and diverse cultural settings, stimulating interest in higher education, and providing opportunities for public service. BLM has targeted cultural and historical resource management as a way of promoting science in K-12 age children. It has effectively used its partnerships with industry, private groups, educational institutions and other agencies to expose children to the joy of recreational fishing, leading to a better appreciation of the natural world.

BLM's Resource Apprenticeship Program for Students (RAPS) is one of the most recent successful youth programs. There are opportunities to increase public awareness and commitment to conservation and management efforts by accelerating participation in awareness events, and by developing educational material. BLM can also do more in the arena of adult education through apprenticeship programs and the like.

Internally, BLM must increase training in such areas as total quality management, conflict resolution, project management, cultural diversity and ecosystem management. BLM must also provide opportunities for employees to stay current in their fields or provide retraining when jobs become obsolete.

A NEW IDENTITY FOR PUBLIC LANDS

INTRODUCTION

Use of public lands by the American public is expanding significantly, but citizens are often unable to identify BLM lands on maps or clearly identify on-the-ground lands managed by the Bureau. Without a good identifier it is difficult to explain and obtain public understanding and acceptance of BLM's Congressionally designated mission. In addition there is still considerable unawareness or confusion about BLM's multi-resource management mission. Some single-interest groups would like to see much BLM-managed land become single use. Others continue to view BLM as a holding agency for lands that should ultimately be converted into other national systems. BLM needs clearer identification and description of the lands it administers such as that enjoyed by ''National Parks,'' ''Wildlife Refuges,'' and National Forests,'' and it needs a strategy to raise awareness and acceptance of its mission.

STATUS

The lands BLM manages, about 270 million surface acres, are the remainder of the original national estate and are used, enjoyed, and available to all Americans. These lands are recognized as the permanent estate of the American people established in the Federal Land Policy and Management Act - BLM's Organic Act.

In early legislation, names used were ''vacant,'' ''unappropriated,'' ''unreserved,'' and ''public domain.'' In the Taylor Grazing Act are names like ''public grazing land,'' ''public range,'' ''vacant public lands,'' ''federal Range,'' and ''Grazing District and Non-Grazing District Lands.'' In 1964 with the passage of the Classification and Multiple Use Act, the name public lands was defined as those Federal lands managed by BLM. In the late 1960s, the lands were titled ''National Resource Lands'' which didn't stick with a changing administration. Federal lands seems to have been legislated into meaning all U.S. property.

In 1976 with the Federal Lands Policy and Management Act, ''Federal Land'' seems to include all lands owned by the United States. ''Public lands'' are defined as those federal lands managed by BLM. In 1979 there was an effort to title the BLM-managed lands as the Public Rangelands. Some, especially in forested areas objected that the term was not descriptive of all areas (an argument which has validity, but not all National Forest lands are forested).

BLM lands provide many different kinds of opportunities for the public, and demand for most uses keeps increasing at alarming rates. As a result these lands provide many more diverse uses than the National Park System or the National Wildlife Refuge System which tend to be much more narrow in scope. Even looking at single uses, today BLM manages more recreation in the West than the National Park Service, more wildlife habitat than the Fish and Wildlife Service, a significant amount of timber, forage and all of the Federal mineral estate. Yet, without a name or sense of permanence, these lands are not now identified on road atlas maps which readily depict National Forests, National Parks, and National Wildlife Refuges.

It seems logical to use the term ''National'' since it well defines other systems such as: National Forests, National Parks, and National Wildlife refuges. Names that have surfaced in discussion are: National Rangelands, National Conservation Lands, National Wildlands, National Multiple-Use Lands, National Public Lands, National Resource Lands, National Natural Resource Lands, and National Heritage Lands.

GOALS

To enhance BLM's ability to manage the public lands, and to ensure its identity, mission, and image are made clear to the public, the following goals should be adopted:

* Provide a new identity for the public lands to distinguish them from municipal, county, state or other federally-managed lands.

    o This would be achieved by selection of a name to identify BLM administered lands and an act to institutionalize the new identity by way of statutory designation or administrative order. Criteria useful in selecting a name would include that it be unique and brief, receive public acceptance, identify the character of public lands, and possibly portray the BLM mission. No single name will likely meet all the criteria, but the criteria provides a means of discussing the advantages and disadvantages of various proposals. Efforts to institutionalize the new identity will have to be carefully worked out in advance with key players. Past efforts have met with an insurmountable political stonewall because of inadequate advanced groundwork and careful orchestration of change. Giving the public lands a new, meaningful name is not a simple, uncomplicated task.

* Increase awareness about the existence of the public lands and the mission of BLM.

    o This would entail development and implementation of a strategy since changing the name of public lands by itself will not insure identification by the public or understanding of BLM's mission. It will take careful planning and execution and a long time for BLM to achieve better understanding and acceptance of its role. It will not happen if there is no initiative.

BENEFITS:

Just as there is a Grand Canyon National Park and a Washington Monument within the National Park System, and a Tonto National Forest and a Pawnee Grassland within the National Forest System, so there would be within the new National name for BLM-managed lands, designated areas such as the California Desert National Conservation Area, Bighorn Basin Wildlands, Sonoran Desert Wildlands, Paria Wilderness, and San Pedro Conservation Area. Each specific area would have its local name and its own planning, uses, constraints, and supporters. The idea of designation sets in motion some sense of equality; BLM not only would have designations for wilderness areas, Areas of Critical Environmental Concern, Wild and Scenic rivers, or specific ecosystems, but a designation for all areas intended to be managed into the future. In effect, the continuation of our nation's first estate to benefit people who are currently unaware of the public lands.

ENVIRONMENTAL QUALITY - ECOSYSTEM MANAGEMENT

INTRODUCTION

The Administration has a unique opportunity to dramatically enhance the way BLM manages resources and establish it as the premier natural resource management agency in this country. Because of its laws and mission, the geographic expanse of its land, the diversity of its resources and the skill of its people, BLM can provide a high level of environmental quality as well as the goods and services people need from sustainable ecosystems. There does not have to be a choice between environmental protection and economic growth. Both are possible if BLM and the public can work more effectively together. With renewed spirit and commitment, we can improve our precious natural systems and the quality of life that depends on those systems.

This challenge can be successfully met if BLM develops and fully implements an ecosystem management philosophy; if it increases protection and management of special areas and resources; if it improves its scientific and technical capabilities; and if it creates better understanding and working relationships with external customers as well as our sister agencies.

Ecosystem management could be well supported by those whose main interest is environmental quality and those whose main interest is sustainable production. It is a better way of doing business. It will result in providing environmental, economic, and social benefits.

STATUS

BLM recently issued a policy focussing on management of natural systems rather than individual resource management programs. This policy is based on understanding ecosystem components: soil, water, air, and biota, and the natural processes which interact among them. Its purpose is to lay a foundation for BLM to manage ecosystems in a way that maintains their health and sustainability to produce goods, services and other amenities of life for people that depend on them. BLM has yet to fully implement this policy in its planning, budgeting, program implementation, and monitoring procedures, which still tend to be oriented to individual programs. Some resource management programs have developed ecosystem management-type policies and procedures, but BLM will have to continue moving away from individual program strategies and toward multi-program planning and integrated resource projects.

The concepts of forest ecosystem management are currently being incorporated in the revised RMPs in Western Oregon where old growth retention, spotted owls and timber supply are major issues. The issue of livestock grazing on rangeland ecosystems has intensified as have issues related to anadromous fish, and water quality and quantity.

BLM currently has a number of program initiatives which relate directly to protecting and enhancing environmental quality. These include protecting the public lands and natural systems from noxious weeds, desertification, and hazardous materials. Similarly, there are successful program initiatives underway which relate to managing special resources. These include Fish and Wildlife 2000, a Wetlands/Riparian Initiative and recommendations pending in Congress for designating BLM wilderness areas.

To improve its scientific and technical capabilities, BLM has developed a proposed Natural Resources Research Center which would coordinate and manage research. Part of its focus would be on environmental quality, biodiversity and ecosystem management. The Center proposal has yet to be implemented. BLM, with others, also has responsibilities for studies of global climate change in the West; but participation can be strengthened.

The concepts and policies for environmental quality and ecosystem management will be more successful if BLM does a better job working with others as partners and improving public understanding. Several programs and initiatives such as Fish and Wildlife 2000 currently encourage education and developing partnerships. Programs, such as American Heritage, emphasize education related to cultural issues. However, there is currently no major effort to enlist understanding and support from the public or essential interest groups for ecosystem management as a whole.

GOALS

* Successfully implement the concept of ecosystem management

  o Implement ecosystem management within the Bureau's management processes including planning, budgeting, program implementation and evaluation/monitoring. Using the "2015" analysis as a starting point, evaluate potential changes in the Bureau's organizational structure, and its roles and functions to meet ecosystem management objectives. Use the revision of Western Oregon's RMPs as a prototype and showcase and expand the concepts to other BLM forest ecosystems. Develop one or more rangeland ecosystem areas to prototype and showcase, incorporating the "Range of Our Vision Strategy".

* Increase protection and management for special areas and resources.

  o Protection includes accelerating the war on noxious w[illegible]ds, and reducing desertificatio[illegible] on arid and semiarid rangelands. It als[illegible]ncludes expanding the Bureau's ''Riparian-Wetlands initiative to incorporate emerging issues of anadromous fish, salinity control and water-rights. There should be a long term strategy and campaign to protect the public lands and its users from hazardous material. Increasing management includes developing tools for air quality management and resolving conflicts between air quality requirements and prescribed fire, so that prescribed fire can be used effectively in ecosystem management. It includes improving herd management areas by implementing the ''Strategic Plan for Management of Wild Horses and Burros. There could be a major ''designations and management initiative'' centered around the wilderness recommendations now before Congress, but including other designations such a Wild and Scenic Rivers, Areas of Critical Environmental Concern, National Conservation Areas etc.

* Modernize and Improve BLM's scientific and technical capability

  o Establish the ''Natural Resources Research Center'' already endorsed by the National Public Lands Advisory Council. Work with universities, users, and interested groups to undertake scientifically reliable studies related to proper management of ecosystems. Increase BLM's participation in studies related to the effects of global climate change in the West. Increase involvement in international scientific and technical activities relating to natural resources, ecosystem management and biodiversity.

* Improve public understanding and create more effective participation in BLM's environmental quality-ecosystem management initiative.

  o Develop and implement a strategy, related specifically to the ecosystem management initiative, which includes identifying critical groups and key persons, conducting facilitated meetings, developing understanding and trust, and collaborative action plans. Expand the environmental education and participation aspects of program initiatives such as ''Fish and Wildlife 2000'', ''Recreation 2000'', ''Forests: Our Growing Legacy'', ''Adventures in the Past'', etc.

BENEFITS

By implementing ecosystem management, the health of natural systems can be enhanced and be better able to produce goods and services on a sustainable basis for people who depend on them. BLM will make more informed decisions as it improves its scientific and technical capability and will get support from natural resource scientists, colleges, and universities who see these concepts as a new paradigm for research. Many environmental groups, even those with single, rather narrow goals, recognize that the best way to achieve their goals is to endorse a broad ecosystem approach based on sound science. Many people in resource extraction industries will also see that their interests are best met through healthy ecosystems with sustainable production. So, BLM has a significant opportunity to form new coalitions with many - often opposite - interest groups. In the long term, the greatest benefits will accrue to future generations who will have a healthier, more sustainable, and more productive environment in which to live.

Public land conditions and productivity can be improved if protected against noxious weeds, desertification, and hazardous materials. Implementing the Wild Horse and Burro strategy would restore the vitality of herd management areas. The benefits to soils, plants, wildlife, water, and fish from investments made restoring riparian areas is well know. These benefits will increase as the investments increase.

BLM is sometimes accused of only supporting development interests. This image prevents acceptance of BLM as a suitable manager of habitat for rare and endangered species, wildlife, fish, water quality, etc. A great deal of time, effort, and money is spent by some groups to ''save'' special areas from BLM. A strategy to increase understanding and participation in BLM's efforts to shift to ecosystem management, should make it easier for BLM, working with others, to protect and manage special areas and resources for the public.

PUTTING AMERICA TO WORK AND INVESTING IN COMMUNITIES

INTRODUCTION

Part of the Administration's agenda is to ''Put America To Work'' and ''Invest in Communities''. At a time when major changes are occurring in many traditional land uses, the question is: How can BLM best help both rural and urban Americans adjust to that change, emerge with more vibrant communities and a more stable, healthy employment base now and into the future?

Clearly, BLM, because of the scope of its programs, land area, and decentralized organization is in a favorable position to further this agenda. This includes opportunities to expand its role as a catalyst for community enhancement with added potential to increase employment, both directly and by contracting with the private sector for needed goods and services.

Public lands have traditionally played an important role in the expansion and development of communities - fostering economic enterprises, creating new wealth, and providing opportunities for jobs. Notable examples are the Homestead Act, Desert Land Entry Act, Recreation and Public Purposes Act and legislation encouraging production of renewable resources. This is true not only for western rural communities, but because public lands are often near major population centers, they benefit urban communities as well.

Even though some legislation, such as the Homestead Act is no longer viable, BLM has ample authorization, and many opportunities to help put America to work and invest in communities. The major initiatives presented include: improving the sustainability and productivity of ecosystems, including production of renewable resources on a sound, sustainable basis; rebuilding and maintaining BLM's infrastructure including roads, bridges, trails and recreation facilities; stimulating travel and tourism; reclaiming mined land; and making effective use of BLM business practices, hiring opportunities and involvement of communities in new partnerships.

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STATUS

BLM is currently investing in communities through its broad-based programs. These include: wilderness, recreation, habitat for plants and wildlife, water and fisheries, timber and other forest products, wild horses and burros, and livestock grazing. Energy and minerals activities include development of hydroelectric, geothermal, wind, solar, oil, gas, coal, hard rock minerals, and mineral materials. Additionally, there are roads, bridges, recreation sites, and administrative facilities already in place which support the needs for both rural and urban communities in many ways.

Through these programs and uses, and through revenue sharing, BLM contributes to employment, business opportunities, quality of schools and other public services, recreation opportunities, and the general quality of life in many communities.

BLM also plays a major role in providing employment. The use of public land resources creates new capital wealth which in turn generates and sustains many new jobs. Some jobs are created through authorizations such as licenses and permits to ranchers, river guides, mining companies, timber companies and other commercial enterprises. Some jobs occur just because BLM's unique resources are in place. For example, travel and tourism, the second largest industry in the United States, generates more than $350 billion a year and is directly linked to many of BLM's outstanding recreational resources.

Furthermore, BLM currently has a significant direct and indirect impact on jobs because of its own work force. It employs permanent and seasonal employees covering such diverse skills as: fire fighters, law enforcement officers, engineers, wildlife biologists, secretaries, range conservationists, accountants, and laborers.

GOALS

The BLM is positioned to expand its role in investing in communities and enhancing employment opportunities for America by adopting the following goals:

* Create and maintain a major initiative aimed at protecting and enhancing the health, sustainability, and productivity of BLM's ecosystems, including the natural resource base vital to dependent communities.

    o BLM would seek a clearer understanding of ecosystem management via research and academic inquiry and direct additional in-house and contracted efforts developing and implementing multi-program, integrated resource projects aimed at the maintenance, enhancement and improved productivity of range, forest and other essential ecosystems.

* Create a major initiative to aid in rebuilding and maintaining America's infrastructure including BLM's extensive array of roads and structures through the West.

- o Entails the expedited use of BLM lands and/its material resources such as sand, gravel and other aggregate to build and maintain facilities including pipelines, transmission lines, roads and highways, sewage treatment plants and recreational facilities for public and private use. Includes direct efforts at the improvement of BLM's own infrastructure consisting of tens of thousands of miles of roads, hundreds of bridges and arches, office buildings, warehouses and recreation facilities at a one time cost estimate of $170 million.

* Create opportunities for jobs and assist local communities by stimulating travel and tourism.

  - o Promote public understanding and appreciation of recreational opportunities on BLM lands such as scenic byways and tour routes, hiking and cycling trails, river rafting, observing wild horses and wildlife, fishing, hunting and historic events such as the 150th celebration of the Oregon Trail. Also includes the improvement and expansion of recreation resource facilities, sites, interpretive centers and tour routes under various authorities.

* Create jobs connected with environmentally sound energy and mineral reclamation and development.

  - o Involves the inventory of thousands of sites posing potential for severe environmental problems due to past activities such as abandoned mined land and associated hazardous tailings and waste with subsequent implementation of remedial actions to control run-off, heavy metal contamination and release of hazardous materials. Could also include an initiative to explore and encourage new, exotic sources of energy generation such as biosolid waste and other organic matter in addition to solar, wind and geothermal sources.

* Effectively employ BLM's staffing structure to pursue community goals and stimulate, business transactions with it's communities.

  - o Employs a number of administrative strategies to better insure that Bureau purchases, contracts and temporary hires focus on local businesses, organizations, and residents and provide for more continuity of work such as stewardship type contracts covering multiple-years, multiple performance requirements and options for additional work as needed. This initiative would also expand the use of local hires through existing authorities such as work experience, training and re-training, programs for the economically disadvantaged, and youth employment programs for public works, projects and activities.

* Increase community participation with BLM through public/private partnerships.

  o Seeks expansion of BLM's associations and contributions with partners in the management of public lands and inter-mingled non-public ownerships including use of Federal funds to influence ecosystems on a watershed basis through Coordinated Resource Management Planning. It also involves state and local governments in community development projects utilizing appropriate public lands and cooperative funding as well as expanded use of communities and their local residents in volunteer activities to enhance public lands and the viability of dependent neighborhoods.

BENEFITS

Furtherance of the goals and supporting activities can advance several worthwhile agendas' in both a fiscally and environmentally sound manner. Benefits include a more holistic approach to management of ecosystems and a more stable, secure status for the communities and people who depend on them for their livelihood and leisure time pursuits. It enhances employment opportunities for businesses, wage earners and the disadvantaged and unemployed in hundreds-if not thousands-of western communities. It helps stimulate new economic activity by private industry and as well as public works projects by making available public lands and, where appropriate, materials for construction and development of needed sites and facilities. It fosters new and strengthened partnerships and associates to better the public lands and their contribution to national accounts including new cleaner sources of energy. It protects extensive public investments and expands the utility of BLM's billion dollar infrastructure. It helps arrest environmental degradation restoring the productivity of lands subject to past abuses or backlogs in remedial work such as reforestation or erosion control. Finally, it helps insure the vitality and livability of our communities and the people touched by our public lands and programs.

ECONOMY AND REVENUE

INTRODUCTION

The public lands - 270 million acres of surface estate and 300 million acres of additional subsurface mineral estate, contribute significantly to the economic well-being of the country and provide a considerable amount of receipts to help offset the Federal budget. BLM activities historically generate over $1 billion in receipts (compared to a $840 million operating budget) of which several hundred million dollars are shared with states and local units of government. Many counties for example derive over fifty percent of their operating revenues from BLM activities, and sizeable payments supplement statewide revenues. Also, the public lands supply the vegetative and mineral raw materials and much of the energy that fuels industry; an industry that borrows money, provides employment, creates wealth, and pays taxes at the local, regional, and national levels.

The Administration has several major opportunities to help meet their economic goals in an environmentally sound manner through BLM programs. The opportunities explored in this section include: increasing the availability of land to explore for new energy and mineral resources; providing incentives to increase domestic oil and gas production, and accelerating the processing of pipeline applications; increasing the efficiency of program management by changing antiquated and inappropriate laws, and revising policies and procedures; evaluating the distribution of receipts in light of current needs and priorities; and maintaining a predictable source of revenue for local and regional economies from the stable production of vegetative resources.

STATUS

FLPMA requires the public lands be managed in a manner which recognizes the nation's need for domestic sources of minerals and other resources. The demand for minerals, energy and vegetative resources continues to increase. Yet, there is a declining availability of public lands for exploration, development and production. Currently, half of the Federal land base, or about 320 million acres, are dedicated to uses that preclude, to one degree or another, mineral extraction or other commodity uses. At the same time, the U.S. has become more dependent on foreign oil and other minerals, often from unstable places in the world.

Much of the public land is currently unavailable for broad-based uses because of withdrawals for limited uses - some of which are no longer appropriate. Other land is tied up pending designation of wilderness from the inventory of roadless areas. To open up appropriate land for entry, BLM has recommended some withdrawals be lifted, but final resolution is still pending. Also, BLM has made its recommendations for wilderness designations. When Congress designates BLM wilderness, over 10 million acres in the inventory, but not so designated, will be released for other purposes. Some of this land should be available for possible mineral exploration and development.

Increasing domestic oil and gas production can be one key to reducing the $60 billion a year U. S. trade deficit, one-half of which is due to oil imports. The U.S. oil and gas industry is shrinking as oil companies put money into overseas projects or abandon domestic exploration and production altogether. This situation creates the pressure to open the Alaskan arctic and more of the Outer Continental Shelf which have an estimated 6 billion barrels of oil, an increase of 25% in national reserves. Yet much can be done to increase production from those existing Federal and Indian leases covering over 60 million acres, including incentives for development and production through royalty reductions.

Production from existing oil and gas reserves can also be stimulated by improving distribution systems. BLM controls much of the land needed for pipelines, which range from small gathering lines to massive facilities like the Alaska pipeline. Applications for pipeline rights-of-ways are a significant on-going workload. Currently there is no strategy for processing applications based on increasing production, especially for cleaner burning fuels.

Economic benefits and receipts from mineral materials are restricted because of antiquated laws and inappropriate regulations which lead to abuse, confusion, and bureaucratic red tape. Currently, BLM is involved in the administration of about 1.2 million mining claims nationwide. Many claims are located in bad faith, some using public lands for purposes other than those related to mining; others are for "common varieties" of sand, stone, gravel, pumice, cinders and clay, thereby circumventing the legal requirements to purchase such minerals; still others are intended to block the transfer, lease or sale of public lands until their claims are purchased. Similar abuses of the Mining Law have constrained the issuance of rights-of-way, land exchanges, protection of cultural resources, and other actions in the public interest. Proper bonding is also a concern as is the ability to require reclamation stipulations.

BLM has done a lot on its own to remedy these problems, and Congress has been working on changes to the mineral laws, including the 1872 Mining Law. However, reacting to abuses and other problems has diminished the workforce available to increase revenue and economic benefits from other actions such as updating mineral appraisals and verifying production.

In addition to energy and minerals, BLM's receipts from sale of vegetative materials are significant and contribute to economic benefits and revenues especially at the local and regional levels. In 1991 the value of timber and non-timber forest products sold on lands administered by BLM was $163 million, and the receipts from grazing leases were about $18 million. Over $97 million was returned to local governments from BLM timber sales in Western Oregon alone. The timber supply over the last year has dropped sharply in the Northwest with devastating effects, especially on local communities - future supply is currently uncertain. In 1991 over $3.1 million was returned to local governments from grazing receipts. At the same time, there is increasing pressure to constrain domestic livestock grazing throughout the West despite improvements in rangeland conditions.

GOALS

* Increase the availability of land for energy and mineral exploration and development, now and in the future.

    o Place high priority on appropriate revocation of withdrawals, and work with other agencies (especially the Bureau of Reclamation) to ensure revocation schedules are met. Actively pursue the designation of wilderness, and implement a strategy to release as soon as possible appropriate non-wilderness roadless areas for entry and other purposes.

* Increase domestic natural gas and oil production

    o Develop incentives through royalty reductions on marginally producing wells. To stimulate new wells, cut royalties on new discoveries or give operators a complete reprieve from royalty payments for a specified period. Review pending pipeline applications and accelerate processing on a priority basis. Work with the Department of Energy and others to emphasize development of cleaner energy fuels such as natural gas, solar, wind and geothermal steam, and provide tax incentives for use of cleaner technology in fuels processing.

* Increase production and revenues from mineral materials

    o Eliminate impediments to legitimate production by reducing trespass, and ensuring bonding and reclamation requirements are fair and adequate, but not unnecessarily prohibitive. Pursue, with Congress, legal reforms which preserve the right to explore, locate, develop and produce a legitimate mineral property, while ensuring adequate reclamation. Review opportunities to make program management more efficient including: developing a fund pool through a per unit fee, to restore and reclaim disturbed sites; continuing the concept of charging a rental fee rather then an annual assessment to hold a mining claim; and placing more emphasis on accurate up-to-date appraisals and production verification.

* Examine the distribution of all BLM revenues to evaluate their appropriateness based on current and future management priorities.

    o Undertake a fair and open review of revenue sources and how they are distributed including the U.S. Treasury, state and counties, and other Federal Agencies. Specific targets for analysis should include the current transfer of most public domain receipts to the Reclamation Fund (Bureau of Reclamation), and the return of certain revenues, such as mining law and mineral material receipts, to BLM for management purposes. Any recommended changes would require appropriate legislation.

* Assist local and regional economies by stabilizing at appropriate levels the supply of vegetative resources from the public lands.

    o Participate in the Northwest Timber Summit, the development of subsequent legislation, and finalize Western Oregon RMPs with the intention of establishing an environmentally sound long term level of timber supply for the Pacific Northwest as soon as possible. Include in these efforts appropriate considerations for economic assistance. Help stabilize the supply of BLM's forage resources by ensuring that decisions regarding use by combinations of domestic livestock, wildlife, and wild horses and burros, are consistent with the long term health and sustainable carrying capacity of rangeland ecosystems.

BENEFITS

The economic benefits and revenues from BLM' activities are significant and important to the Administration's objectives to create a strong domestic economy and reduce the deficit. Increased receipts means more money goes back into Federal accounts to off-set budget costs. In 1991 the Interior Department took in $5.6 billion, of which about $2.0 billion is attributable to BLM activity. On-shore mineral leasing rents and bonuses, and mineral leasing royalties accounted for about $1.0 billion. Timber and grazing receipts were over $215 million. The goals and actions in this section identify opportunities to increase and evaluate distribution of receipts, thereby increasing the off-set to budget costs; the net benefit being to reduce the need for new or additional appropriated funds.

Additionally, the initiatives identified are aimed at increasing the strength of the domestic oil and gas industry in an environmentally sound manner with emphasis on cleaner fuels. The benefits from this are not only environmental, but economically significant because about one-half of the nation's $60 billion trade deficit is due to oil imports.

Another of the Administration's goals is to ensure there are strong local and regional economies across the nation. As BLM actions generate more receipts, more revenue is distributed to states and local governments. Inasmuch as many of these entities are currently in dire economic straits, there would be significant economic and social benefits from increasing their revenue. Many local governments, industries, and individuals are currently constrained from obtaining loans and making investments because of uncertainty about the long-term availability of vegetative resources from public lands. The successful stabilization of supply of vegetative resources, based on long term sustainability, would stimulate local investments and help provide the benefits of long term economic stability.

REINVENTING GOVERNMENT

INTRODUCTION

The Bureau of Land Management, in a business sense, must perform its mission effectively, given the resources available. One of the Administration's goals is to ''Reinvent Government'' - to make it more responsive and efficient. There are opportunities for BLM to meet this goal by evaluating and improving the organization and the way it does business. The result can be increased productivity, quality, and public service at a reasonable cost.

BLM can achieve these results by evaluating and implementing modern management methods and techniques. BLM provides a wide variety of goods and services to a wide variety of customers. Methods should be in place to ensure these are delivered accurately, timely, in a friendly manner and, where appropriate, at fair cost recovery. BLM should ensure that its organization, its workforce and its management processes are geared to on-the-ground accomplishments and operational work. This can be accomplished by avoiding duplication, clarifying roles and functions, and making sure the organizational structure and management processes add real value to the real work the Bureau should be doing.

Furthermore, BLM can improve its efficiency, and responsiveness to customers by expanding its partnerships with other stake-holders through activities such as Coordinated Resource Management Plans, integrated resource projects, and volunteer activities. Increased partnerships are especially important as BLM works with others in ecosystem management. BLM, by combining its resources and knowledge with local governments, businesses, organizations and individuals, and empowering those who are most affected by land management decisions, can also become more effective as the public gains a greater sense of identity and responsibility for its pubic lands and natural resources.

BLM can also increase responsiveness and productivity by utilizing automated systems and providing high quality data to users. However, there is a very high risk of spending large sums of money on automated technology and data that is not adding value to the daily business of providing goods and services.

STATUS

Many BLM employees operate on a high personal standard to provide good service to customers. This ''service'' ethic could be strengthened as an institutional goal. BLM collects fees and recovers costs from its customers for the use and sale records, such as maps

and files; for natural resources, such as timber, and minerals; rentals for the use of land, such as rights-of-way, and for the lease of land, such as communication sites. BLM has made progress implementing cost recovery programs whereby customers reimburse the government for costs. More could be done to bring some fees in line with fair market value.

The Office of the Inspector General and the General Accounting Office have issued several reports related to the effectiveness of BLM's organizational structure and the use of its resources. There are several efforts underway to address these concerns. To begin placing more people in the field offices, BLM is continuing to downsize the Washington Office. BLM is also analyzing several key management processes - the so called "2015" initiative, before dictating further organizational changes. Of particular importance are the interrelated studies of New Performance Measures, The Planning Process, The Budget Process, and The Role of certain BLM staff called Program Leaders. The Administration now has an excellent opportunity to review these studies in light of its own goals for making BLM's management processes and organizational structure more effective and efficient.

With increased conflicts, and often delays concerning management of the public lands, it is essential to find better ways get public support in the future. Currently BLM has had some successful partnerships involving interested publics in developing and implementing management plans. In addition to getting support, these partnerships augment BLM's management capabilities, both through added money in the form of challenge grants, and volunteer labor. Where it makes sense, active management of specific land areas is turned over to groups through cooperative agreements. BLM's Coordinated Resource Management (CRM) process involves partners who are often intermingled land owners.

Other efforts, such as BLM's "Shared Stewardship Program" has shown that increased public involvement creates a sense of public ownership and pride and helps achieve support for management objectives. Agreements such as California's MOU on Biological Diversity are based on a regional planning and management approach whereby federal, state, and county agencies work with local leaders, industry and environmental organizations to determine what is required to maintain and enhance biological diversity and economic stability in a particular geographic area.

BLM has embarked on a major effort to automate the lands and minerals, cadastral survey, resources and administrative records and data. Known as ALMRS/Modernization, this series of projects will cost several hundred million dollars and take many years to complete. Many field offices have developed their own highly useful automated applications, as well as individual communication networks. Several recent BLM studies have identified the issues and concerns related to automation and the need for improved management and cost control at all field offices, the Service Center, and the headquarters office. Some remedial actions have been taken, however, many concerns remain in BLM, and are shared at the Department level and with OMB.

GOALS

BLM can become more responsive and efficient by adopting and implementing the following goals and actions:

* Make BLM more responsive by providing timely, accurate, services and support to BLM customers, in a friendly manner and at fair cost.

    o Announce a new, reaffirmed policy that all support and services supplied internally and externally by BLM people, will be delivered timely, accurately, and in a courteous manner. Incorporate this policy as a new performance measure and empower BLM people, such as those in public rooms and all other offices that deal with the public to implement it themselves and reward high performance. Review all existing regulations, policies and procedures which establish fees, and prices for BLM goods and services, (from copy fees to grazing fees) and develop reasonable fee schedules based on modern public policy, including private sector practices. Implement the new fee schedules after a concerted effort to inform the public and all users about the basis, rationale and need for it recognizing that some are very politically sensitive.

* Make BLM more cost effective by ensuring its management processes and organizational structure are directed at mission related operational activities in an efficient, value-added manner which reflects the concepts of quality management.

    o Review, and affirm as appropriate, decisions made by the Bureau Management Team (BMT) to make more efficient the following processes: personnel, contracting, local business practices, the National Historic Preservation Act, and oil and gas inspection and enforcement. Ensure these decisions are effectively implemented. Review, and affirm as appropriate, decisions and follow up actions made by the BMT to integrate and make more efficient the following processes: New Performance Measures, NEPA/Planning, Budget, and Role of Program Leaders. Review, and affirm as appropriate, decisions made regarding on-going changes in the organizational structure, and develop a schedule for evaluating future changes. Based on the above, and other pertinent information, develop and implement this Administration's initiative for making BLM - its processes, structure, and people, a more effective, efficient, and responsive organization.

* Provide for more effective management by increasing partnerships, volunteers and collaborative decision making with local governments, citizen groups, neighboring land owners, other Federal agencies, conservation organizations, schools and universities, corporate groups and concerned individuals.

- Cultivate new partnerships with schools and universities to conduct research necessary to more effectively manage public land resources. Seek new partnerships with conservation and recreation organizations and corporate entities. Continue to encourage public land users and interest groups to contribute funds, material and people. Actively pursue volunteer agreements with private organizations, local businesses, special interest groups and private individuals. Develop new partnerships to resolve conflicts and balance conservation with human and economic needs. Increase the use of cooperative agreements with other agencies and local governments whereby entire ecosystems are considered as the scope of action.

* Increase the quality and timeliness of decision making through more effective use and efficient management of automation (IRM) in the daily business of BLM.

  - Review recent internal studies, such as the role and structure studies for AIM (Automation Information Management) and external studies, such as the OIG reports relating to improving BLM's organizational effectiveness. Reaffirm, as appropriate, decisions make in recent AIM (Automation - Information Management) studies to make the organization and management of automation more efficient. Revise the IRM strategic plan based on this Administration's goals for automation. Implement as soon as possible the ALMRs project portion of the Modernization strategy following the award of contract in the Spring of 1993, and implement actions that promote the integration of data bases. Ensure data is high quality and has the widest possible use and benefit; and ensure data communication networks allow the transfer and use of data where needed.

BENEFITS

BLM's customers will benefit on a daily basis from increased responsiveness and improved services. BLM employees will benefit from an increased sense of service to the public. As BLM becomes more efficient and directs more resources toward accomplishments, productivity and quality will increase, and customers will benefit. More effective use of automation will enable BLM to make more informed and timely decisions, which will benefit the lands and resources as well as customers.

HUMAN RESOURCES MANAGEMENT AND DIVERSITY

INTRODUCTION

Human resources management, which includes consideration of human diversity, is critical to BLM's future success. It involves activities which will not only affect BLM's work force, but which will also better serve its increasingly diverse customers.

BLM has about 9,800 permanent employees, most of whom are stationed in small cities or towns in the Western US. Currently the workforce is predominately white and male. Approximately 55% have a college degree, 32% are in professional and administrative positions, 20% technical and 14% clerical. There should be opportunities to develop a more diverse workforce in the future as the current average age portends many retirements within the next ten years. A recent Department of Interior study indicates there are also opportunities to improve human resource management by addressing employees' concerns about performance appraisals, organizational communication, personnel responsiveness and quality of life.

BLM's customers are rapidly growing more diverse in terms of ethnic background, style of communication, and social and cultural customs - the number of diverse customers is also increasing. For example, within the boundaries of the California Desert District there are over 17 million people and scores of languages are spoken. BLM has significant opportunities to meet the social and cultural needs of individuals, groups, and communities. It can help promote social and cultural diversity by forming partnerships with diverse groups, improving communications, providing goods and services, providing assistance to social/cultural programs, and addressing the needs of severely disadvantaged people.

STATUS

During the past year, BLM has made some major strides in emphasizing human resource management. EEO, Personnel and Organizational Development have been consolidated under the Assistant Director for Support Services. A 100 day plan was developed to help resolve issues and improve services. Meanwhile, BLM initiated a review of personnel processes, resulting in over 100 decisions including ones aimed at clarifying personnel policies (e.g. mobility, tenure and Headquarters duty requirements); suggesting changes regarding performance evaluation and quality of life issues; and standardizing procedures (e.g. flexible work schedules, interviewing job applicants). The process review utilized

quality management principles, which encouraged creativity and solicited new ideas from all levels of the workforce.

In 1992, BLM approved a Bureauwide recruitment plan and began a more aggressive Historically Black College and University initiative to improve its representation of women and minorities, particularly in professional positions. It has taken other measures to increase diversity in hiring. For example, a recent directive required review of all position descriptions, rating plans and vacancy announcements to eliminate bias from the selection process. An executive recruitment strategy was developed to improve outreach for diverse applicants. For the next class of the Senior Executive Service Candidate Development Program, BLM has nominated 35% women and 21% minorities. The most recent Management and Leadership training course (a course for high potential employees) was 40% women and 5% minority.

BLM is also working on educational initiatives which will have long-term benefits for diversity in the workforce. But BLM will remain under-represented for most minority groups in most professional categories for some time to come at current recruitment rates.

BLM has recognized that its customers have become more diverse at a faster rate than its workforce. For example, California BLM has initiated several measures, including a cooperative social research effort to identify trends and changes in recreation needs, a symposium for the African-American community in Sacramento, and an agreement with other agencies and universities to jointly identify and address diversity needs in services in California.

BLM has a clear and legally defined mission with regard to Native American issues. BLM has had some major recent successes in this arena. It is the only Federal bureau to develop and document specific requirements to coordinate and consult with Native Americans in all aspects of its duties. BLM has integrated protection of cultural and religious places into its special designations; six Areas of Critical of Environmental Concern have been identified to protect cultural values and it has many partnerships with Native American communities for protection of sensitive natural resources, cemeteries and cultural values. BLM also has responsibility for inspection and enforcement of Native American oil and gas leases and performs land surveys of reservations and other indian owned or selected properties.

GOALS

In order to put people first in the management of its human assets and to meet the needs of its increasingly diverse customers, BLM should adopt the following goals:

* Achieve a more socially and culturally diverse and balanced workforce

    o BLM needs to develop a large, diverse, interested, motivated and sufficiently skilled pool from which to recruit. For the long-term, BLM should proceed to implement recommendations in its recruitment plan, Historically Black College and University action plans and education initiatives. It should develop similar specific strategies and action plans for outreach to other minority communities such as Native Americans and Asians. BLM should continue its drive to eliminate bias from recruitment procedures, to improve recruitment techniques (e.g. seeking direct hiring authority from OPM, greater use of cooperative education) and to speed up implementation of its executive recruitment recommendations.

* Take actions to meet social and cultural needs of individuals, groups and communities

    o Continue existing and initiate new studies to determine the special needs of BLM's emerging new customers. Based on studies develop and implement programs and projects directed at their needs including providing goods and services. Address the economic needs of both inner city and rural communities through development of apprenticeship and other conservation corps-type programs and improve local economies through economic development means such as fostering tourism.

* Improve communication and develop partnerships with diverse customers

  o Utilize representatives from various groups to enhance communication. Develop special strategies to ensure such groups and individuals can participate effectively in BLM's planning process. Develop cooperative agreements to provide incentives for involvement in special programs and activities. Enhance communication by providing job opportunities for college students, volunteers, etc.

* Assist severely disadvantaged people

  o Quickly develop a needs assessment for implementation of the Americans with Disabilities Act; required changes in policy and procedural guidance must be identified and acted upon to meet legally mandated needs of current and future disabled workers and customers.

* Assist the social and cultural programs for Native Americans

  o Develop comprehensive implementing guidance for all Native American statutes (e.g. American Indian Religious Freedom Act, National Historic Preservation Act). Implement the Native American Graves and Repatriation Act, which will involve identification of archaeological and ethnological collections, sacred objects and other cultural resources and notifying the relevant tribes within five years. With an estimated 18 million objects subject to repatriation, this represents a significant and unplanned workload.

BENEFITS

A diverse workforce will permit BLM to reflect the skills, ideas, customs, and motivations of the nation's people. By seeking to understand and improve communications and partnerships with its diverse customers, BLM will be able to adjust to meet their needs for goods and services and to help enhance the values of social and cultural diversity throughout a large part of the country.

EDUCATION AND LIFETIME LEARNING

INTRODUCTION

Public understanding and awareness are critical to successful land management. What children learn at an early age about the environment, their place in it and their effect on it will have a significant impact on future behavior and attitudes. The Federal government has an important role to play in strengthening science, math and related curricula, exposing youth to natural and diverse cultural settings, stimulating interest in higher education and careers, and providing opportunities for public service during and after completion of school. BLM should provide opportunities for its employees to stay current in their technical or management fields, to learn and practice techniques to improve work quality, and should be attentive to needs for retraining when jobs become obsolete.

STATUS

BLM has made good progress in the past few years trying to increase awareness of the bureau and the natural and cultural resources it administers.

In 1989, BLM targeted cultural and historical resource management as a way of interesting K-12 age children in science. The ''BLM Heritage Education Plan'' outlined a five-year strategy to elevate students' awareness of cultural heritage through programs, events and educational materials often done in partnership with other agencies or groups. Heritage Education is part of a larger initiative, ''Adventures in the Past,'' which seeks to increase the public's awareness of American culture and history.

BLM has effectively used its partnerships with industry, private groups, educational institutions and other agencies to help children learn about the Bureau and nature through the fun of recreational fishing. BLM has sponsored youth involvement in ''Fishing Has No Boundaries'' (directed at children with disabilities), ''Pathways to Fishing'' (an exhibit which teaches children and their parents how to fish), ''Kids Fishing Day'' (events geared at homeless, inner city and disabled children) and other events throughout the United States, all of which lead to a better understanding of the natural world.

The Resource Apprenticeship Program for Students (RAPS) is one of BLM's most successful youth programs. Through summer apprenticeships, high school and college students can obtain hands-on experience, mentoring, career guidance, natural resource science and math instruction as well as insights about potential future employment. Started with two students in

Alaska in 1987, the program now involves 75 students and other Federal, state and local agencies in over a dozen BLM state organizations.

BLM is using a variety of innovative techniques to capture the attention and imagination of children. Some successful methods have included a Natural Resources Video Series produced in English, Spanish and closed captioned; a "BLM Rap" video starring high school student volunteers; public service announcements made by the Teenage Mutant Ninja Turtles; environmental education workshops for teachers, articles for teachers' and children's magazines and wild horse poster contests.

BLM employs several techniques such as cooperative education, and Student Conservation Association assignments to entice college students to the agency. But BLM has begun to focus attention on broadening its relationships with secondary education institutions beyond participating in summer hiring and career days. For example, BLM has launched an aggressive campaign to strengthen relationships with Historically Black Colleges and Universities (HBCUs), including a video which highlights BLM's relationship with HBCUs. BLM also has developed a memorandum of understanding with the Hispanic Association of Colleges and Universities; signed cooperative agreements with five midwestern and eastern universities, stressing minority student involvement in natural resources; and is a contributor to the American Indians in Science and Engineering Society (AISES).

BLM has begun to provide opportunities for non-college adults, as well. A joint apprenticeship program in fire management provides training and a new career for young adults. BLM has also started publishing volunteer handbooks which catalog opportunities for members of the public to become involved in agency operations.

GOALS

Major goals to further education and lifetime learning about BLM and its programs follow:

* Increase public awareness of and commitment to natural resource management

    o Accelerate BLM's participation in awareness events (e.g. Oregon Trail Sesquicentennial, Kentucky Wild Horse and Burro Expo, Riches from the Earth Event). Expand the use of local and regional volunteers in BLM programs. Increase opportunities for adult education and training through programs such as the fire apprenticeship effort. Implement a major conservation corps initiative involving adults and young adults, which includes a strong education and training component aimed at developing a strong conservation ethic.

* Increase students knowledge of natural resource management

  o Place greater emphasis on reaching children at a younger age, in K-12. Innovative techniques of communicating (e.g. videos, public service announcements, imaginative educational materials) to a young and increasingly diverse public should be encouraged and rewarded. BLM employees need to be seen in schools and the communities as role models and mentors for young people. ''Adopting'' schools, developing special and long-term programs, holding ''teach the teacher'' workshops, increasing partnerships with outside groups and companies, and providing educational materials are important steps. At the secondary school level, Bureauwide RAPS, HBCU, HACU and AISES initiatives could be expanded to involve more communities and schools throughout the US. The recently-approved Heritage Education programs in six states and the six action plans developed with HBCUs should be implemented. The proposed Natural Resource Research Center provides opportunities to strengthen BLM ties with the academic community.

* Increase training opportunities for BLM employees to meet future needs for effective resource management

  o Expand programs at the Phoenix Training Center to focus on lifetime learning requirements in a variety of BLM programs to assist employees change careers. Also expand training to adapt to changing requirements as needed. Increase training, particularly leadership training, in total quality management, conflict resolution, project management, cultural diversity, and ecosystem management.

BENEFITS

The benefits of BLM's participation in education initiatives are immense. It is estimated that, due to BLM's demographics, over 2500 vacancies will occur in the next few years. Increasing the awareness of students and their competency in the professional, technical and administrative skills is critical to BLM's ability to attract diverse, motivated and capable applicants. More importantly, a public which is informed and concerned will be better future stewards of our invaluable natural and cultural resources.

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